

177-73027

DCI/IC 77-0409

29 APR 1977

MEMORANDUM FOR: Director of Central Intelligence

FROM:

STAT

Deputy to the DCI for the Intelligence  
Community

SUBJECT:

Shopping List of Topics for DCI  
Cabinet Meetings

1. Action Requested: None for information  
only.

2. Background: This responds to your request  
for short papers that would expand the shopping list of topics  
to bring up at Cabinet meetings. The IC Staff had the action  
on Progress on Zero Based Budgeting (Topic 1) and the  
Advisory Committee Review (Topic 6).

STAT

B. G. S.



Attachments:

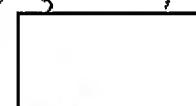
- Talking Points/Zero Base  
Budgeting
- Report on Advisory Committee  
Review

Executive Registry

177-73027

Dan - Thanks - Don't we have to  
establish by decision units for the  
Community? and tell them how to  
organize their ZBD approach so we  
don't have a hodge podge of stuff?

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TALKING POINTS  
ZERO BASE BUDGETING

- WE ARE NOW IN THE PROCESS OF DEVELOPING A ZERO BASE BUDGETING PROCESS FOR THE NFIP THAT WILL BOTH SATISFY PRESIDENTIAL DIRECTION, AND WORK IN THE UNIQUE CIRCUMSTANCES UNDER WHICH THE INTELLIGENCE COMMUNITY OPERATES. I WOULD LIKE TO BRIEFLY DESCRIBE WHAT STEPS WE HAVE ALREADY TAKEN AND WHAT OUR APPROACH TO ZBB IS SHAPING UP TO BE.
- EARLY THIS YEAR, THE INTELLIGENCE COMMUNITY STAFF, OMB AND COMPTROLLER SHOPS OF THE INTELLIGENCE COMMUNITY AGENCIES BEGAN STUDYING THE ZBB CONCEPT AND DEVELOPING ALTERNATE APPROACHES FOR IMPLEMENTING THIS CONCEPT WITHIN THE INTELLIGENCE COMMUNITY.
- WHEN THE DRAFT OMB INSTRUCTIONS BECAME AVAILABLE IN LATE MARCH, WE DEVELOPED THREE SPECIFIC OBJECTIVES IN APPLYING ZBB TO INTELLIGENCE MANAGEMENT:
  - FIRST, TO COMPLY WITH PRESIDENTIAL DIRECTION TO INSTITUTE THE ZBB PROCESS FOR THE FY 79 BUDGET;
  - SECOND, TO DEVELOP AND USE A CONSISTENT APPROACH FOR THE REVIEW OF DATA THROUGHOUT OUR OWN BUDGET CYCLE, IN THE OMB AND PRESIDENTIAL REVIEW, AND IN PRESENTATION AND DEFENSE OF THE BUDGET BEFORE THE CONGRESS; (RANKINGS AND OTHER DATA APPROPRIATE FOR USE ONLY BY THE EXECUTIVE DEPARTMENT, OF COURSE, WILL NOT BE FORWARDED TO CONGRESS)

- THIRD, TO DEVELOP A ZERO BASE MECHANISM WHICH FACILITATES REVIEW ACROSS THE INDIVIDUAL PROGRAMS IN THE NFIP, AND ENSURES THAT ALL PROGRAMS ARE REVIEWED ON A SIMILAR BASIS;
- USING THESE OBJECTIVES, WE HAVE HAD NUMEROUS INFORMAL DISCUSSIONS WITH OMB, THE DEPARTMENT OF DEFENSE, AND THE NFIP PROGRAM MANAGERS; ON 18 APRIL, THE IC STAFF CONVENED A FORMAL MEETING WITH THESE AGENCIES TO INITIATE ACTION ON DEVELOPMENT OF FY 79 ZBB PROCEDURES.
- PROGRAM MANAGERS ARE NOW WORKING ON THEIR OWN ZBB PROCESSES IN RESPONSE TO OUR GUIDANCE, AND WE EXPECT THEIR ANSWERS BY EARLY MAY. WE WILL THEN CONSOLIDATE THEIR WORK AND DEVELOP OVERALL NFIP PROCEDURES BY THE END OF MAY.
- WE HAVE A POTENTIAL PROBLEM IN FY 79 BECAUSE MANY OF THE PROGRAMS ALREADY HAVE BEEN DEVELOPED USING EXISTING PROCEDURES. HOWEVER, WE DO INTEND TO USE ZBB PROCEDURES FROM THIS POINT ONWARD DURING OUR BUDGET BUILDING CYCLE. THE MOST DIFFICULT AREAS--AND THE AREAS WHERE MOST NEW WORK STILL NEEDS TO BE DONE--APPEAR TO BE IN IDENTIFYING THE MINIMUM LEVEL FOR EACH PROGRAM, AND IN OBTAINING A MEANINGFUL RANKING PROCESS. THE PRC(I), OF COURSE, WILL REVIEW THE RANKED INPUTS FROM THE INDIVIDUAL AGENCIES, MAKE JUDGMENTS, AND COMBINE THEM INTO A NATIONAL FOREIGN INTELLIGENCE PROGRAM BUDGET FOR PRESIDENTIAL REVIEW.

- THE INTELLIGENCE COMMUNITY HAS TAKEN THE LEAD IN MOVING TOWARD ZBB. THE FULL IMPACT OF THESE EFFORTS, HOWEVER, IS HIGHLY DEPENDENT UPON THE METHODS AND PROCEDURES ADOPTED BY THE INDIVIDUAL DEPARTMENTS AND AGENCIES WHICH MAKE UP THE COMMUNITY. LACKING A CONSISTENT APPROACH, WE COULD BE FACED WITH A LARGE TASK OF RECONCILING CONFLICTING SYSTEMS.
- IN FACT, ONE LONGER TERM ADVANTAGE TO IMPLEMENTATION IS A MORE CONSISTENT APPROACH TO BUDGET FORMULATION ACROSS DEPARTMENTS AND AGENCIES.

REPORT ON ADVISORY COMMITTEE REVIEW

I have recently reviewed the findings of my two deputies resulting from their zero-base review of Federal advisory committees within the CIA and the Intelligence Community Staff. While I am satisfied that these findings are sound, I am not convinced that this review went far enough. I have therefore instructed that a further review be made of all advisory committees, regardless of technical definition,<sup>1/</sup> which are concerned with the basic mission of the Intelligence Community to collect, process, analyze and produce foreign intelligence, to assure myself that there is no unnecessary duplication or overlap in the purpose, membership and product of these groups. This review is being undertaken by my Intelligence Community Staff with the support and assistance of the NFIB principals, and their organizations.

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1/ The instructions provided by the Director, OMB, for carrying out the President's zero-base review exempted any committee composed entirely of full-time Federal employees. The majority of panels and committees within the Intelligence Community fall within this category.

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## ZERO-BASE BUDGETING IN CIA

The essential elements of zero-base budgeting are identification of decision units, establishment of alternative resource levels for the units, and prioritization, or ranking, of proposed resource commitments. All these features are present in the CIA budget development process, although not precisely in the form envisaged by the recent OMB bulletin. CIA should, however, be able to meet all essential requirements of a full zero-base process in developing the 1979 budget submission.

### I. Progress to Date

A modified form of zero-base budgeting was introduced several years ago. Decision Units were identified and are fully integrated into the accounting system of the Agency. Managers at all levels are accustomed to submitting the type of justification information called for by ZBB—a statement of purpose, evaluation of results, discussion of the impact of discontinuing the activity, and discussion of results to be achieved with the use of the level of resources requested. They are also accustomed to proposing and discussing alternative resource levels and to prioritizing their requirements for resources in excess of a specified level.

A number of changes in the budget system have just been introduced that will bring the Agency process to a full ZBB process. For the first time, each of the five major subdivisions of CIA--the four Directorates and the DCI Area--were given two target numbers (below their projected 1979 resource needs) against which to develop programs. The program submissions due in early May will, therefore, come in at three levels--the two levels set by the guidance targets and a third representing the responsible Deputy's judgment on the desirable level. The requirement for establishing priorities has been tightened in a move to produce an explicit ranking of all incremental program proposals above the minimum guidance levels. And the data submitted on five-year projections will be more detailed than in the past, particularly on areas of known budget concern such as automatic data processing costs.

As a result of changes in the data to be submitted, the information compiled for review of the program by Agency management will be more detailed than in the past. It will include the three resource levels submitted by the components, plus the recommendations of the Comptroller. And the rankings of increments above the minimum level will be combined into one Agency-wide list of all items. As we currently conceive the process, the overall ranking list will initially be compiled by the Office of the Comptroller, discussed in detail with top CIA management and the final ranking determined by the DDCI and DCI.

A further innovation will be the deepening integration of requirements and evaluation into the Program Review process. A requirements and evaluation component has been incorporated in the Office of the Comptroller, and a series of evaluations are underway that were selected for their potential value to the review of 1979 resource needs. These evaluations will be used in developing the Comptroller's recommendations on component resource requests for 1979 and the Comptroller's consolidated ranking of incremental resource needs. Thus we foresee a program emerging from the review process that has been heavily influenced both by substantive intelligence requirements and by evaluations of past efficiency and effectiveness.

## II. Steps Remaining

In the absence of detailed OMB guidance (not due until OMB Circular A-11 is issued in early June), we do not know how much more adjustment of our system will be necessary. However, we believe CIA is already much further advanced into ZBB than most Federal government entities, and we expect to be able to meet the basic requirements of the ZBB approach in our 1979 budget submission.

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## RELATIONSHIPS WITH CONGRESS

### OBJECTIVE

- A. Executive Branch - Achieve a relationship with Congress which has the best possible prospects for safeguarding sensitive intelligence details which must be shared with Congress while, at the same time, responding to the informational needs of the Congress.
- B. Congress - Assure that the Intelligence Community is appropriately subject to the congressional powers of appropriations, legislation, oversight and investigation.

### MAJOR PROBLEM

- A. Proliferation of Sensitive Information
  - 1. House
    - a. Oversight - Four committees (Appropriations, Armed Services, House International Relations, and Government Operations). Moreover, any other committee of the House can assert jurisdiction over the CIA for any activity or matter such committee asserts falls within their jurisdiction.
    - b. House Rule XI - Provide to all Members of the House access to all committee records and, unless specifically excepted, to all committee hearings.
    - c. Appropriations - During the Appropriations hearings an extensive and sensitive record of budgetary hearings is made and is available to all Members of the House.
    - d. Covert Action - Pursuant to the Hughes-Ryan Amendment covert action findings are reported to the oversight Subcommittees of the House Armed Services, Appropriations, and International Relations Committees.
  - 2. Senate
    - a. Oversight - Despite an assertion of exclusive jurisdiction over CIA and the DCI, S. Res. 400, establishing the Senate Select Committee on Intelligence, provides that any other committee may study and review any intelligence activity to the extent that such activity directly affects a matter otherwise within the jurisdiction of such committee.

b. Covert Action - Pursuant to the Hughes-Ryan Amendment covert action findings are reported to the SSCI, to the Senate Foreign Relations Committee, the Senate Appropriations Committee, and currently the Senate Armed Services Committee.

SOLUTION

Joint Committee

1. Exclusive jurisdiction for legislation and related oversight.
2. Exclusive authority to investigate intelligence activities.
3. Exclusive recipient in the Congress of sensitive operational details, including covert action reporting.
4. Sensitive information provided to the Committee would not be available to non-Members.
5. Strict rules for the secure handling of information within the Committee, and security clearances and security agreements with Committee staff personnel paralleling what has been established with SSCI.

OTHER SELECTED TOPICS --to raise if appropriate

- A. Second Statutory Deputy Director.
- B. Congressional Review of International Agreements and Executive Agreements - Case Act.
- C. Open Budget.
- D. Charter Reform.
- E. S. 305 - Regulation of Overseas Corporate Payments.
- F. Substantive Intelligence Briefings.

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### Equal Employment Opportunity Program

The broad goals of CIA's Equal Employment Opportunity (EEO) program are to provide each employee the opportunity to progress to his or her fullest potential, to have a workforce which is representative of the American labor force and to promote confidence in the system.

EEO in CIA is administered through a Federal discrimination complaint system and through affirmative action programs that promote effective human resource management. Included in the action programs is the Agency Equal Employment Opportunity Plan, prepared and implemented by the Office of Equal Employment Opportunity (OEEO) in cooperation with Directorate EEO personnel and management officers. Agency-wide, OEEO has responsibility for the planning, development, implementation and supervision of a Federal Women's Program, an Hispanic Program, a Black/Other Minority Program and a Community Relations Program. The OEEO is also responsible for overseeing all aspects of the Agency's Upward Mobility Programs. The OEEO works with all Agency components, either assisting in the review and improvement of existing programs or looking at the possibility of developing programs where there are none. In addition, the OEEO analyzes and provides EEO statistics and statistical studies. The OEEO prepares Agency and Field EEO regulations to promulgate the Agency EEO policy and incorporates and implements all Federal requirements. The OEEO informs all Agency employees of the EEO philosophy, programs and progress, through bulletin boards, pamphlets, special features, news displays and briefs and other media, and through lectures at various management and training courses to promote understanding of the concept of equality. Finally, the Director of Equal Employment Opportunity in coordination with the Director of Personnel is responsible for continually reappraising the Agency's personnel program to ensure that all activities relating to personnel administration are compatible with the principle of equal employment opportunity.

#### Federal Women's Program

The Federal Women's Program (FWP) is of particular importance because 32% of the workforce is female. At present, the average grade of females is GS-7.6 as compared to GS-11.6 for males. A more effective utilization of the talents and potentials which exist in the female population already on-board would greatly benefit the Agency both in achieving maximum use of human resources and in cost effectiveness.

The FWP has moved forward during the past year. The FWP produced a pamphlet on "Women in CIA" and a display

featuring Agency women in interesting careers and is currently working on a pamphlet featuring an explanation and background of the FWP in CIA.

Progress was also made in the organization of the FWP. Each Directorate now has a Women's Coordinator who also serves as a member of the Federal Women's Program Board. These Coordinators direct the efforts of Women's Working Groups in the Directorates giving specific attention to Directorate problem areas.

#### Hispanic Program

The Hispanic Program is endeavoring to raise the Hispanic employee population to 2% of the total Agency workforce, and to assure the assignment, training, promotion and career development of Hispanic minorities commensurate with the total Agency norms.

Progress is being made in the Hispanic Program. In 1974 no Hispanics entered on duty with the Agency, in 1975 and 76 a total of 35 EOD'd. The Agency has now moved above the 1% mark.

#### Black/Other Minority Program

The Black/Other Minority Program is also concerned with the recruitment, hiring, training and promotion of blacks and other minority members. Particular attention is directed toward the problems of black minorities. Efforts are underway to increase the total percentage of blacks in CIA to reflect the national norms, to assure training and career opportunities, and to attain parity in the average grade of blacks compared to the rest of the Agency.

The total Agency recruitment and hiring efforts had shown a continual decline in new hires of black professional and technical employees in 1975 and 76 from a high of 54 in 1974. Procedural changes were implemented to speed-up an excessively slow decision process. On the basis of results thus far in 1977, it appears that the downward trend has been slowed. With the number of EOD's expected in May, new hires for the first 5 months are already more than half the total for all of 1976.

The Black/Other Minority Program sponsors the annual Black Heritage Exhibit and Program, and plans are being formulated to expand this effort to include other ethnic and minority group observances. These efforts are intended to raise the awareness level of all Agency employees as to the contributions of people of different heritages and cultures.

Community Relations Program

The Community Relations Program is involved with community activities which enhance the employability of disadvantaged segments of our population. Particular emphasis is put on educating the American public as to the role and importance of the Agency.

Traditionally, CIA has avoided community involvement on the basis of desired anonymity and security restrictions. Although it is now the policy of the Agency to engage in community relations programs, there are legal restrictions involved which preclude Federal Agencies from using government funds for many community programs unless directed at prospective employees.

We now recognize that our ability to attract applicants from all segments of the community suffers in part from our isolation from local and national communities. However, since legal restrictions are imposed, our involvement has been cautious. The Agency has participated in conventions of national and local organizations such as NAACP, and the Black Consortium. NPIC/DDS&T has developed and displayed an exhibit explaining photogrammetry and has held a career day program for local inner city high school seniors. The OEO is also involved in an effort to study the feasibility of providing voluntary tutorial assistance to D.C. area academic institutions.

Upward Mobility Program

The Upward Mobility Program is involved with providing Up-Mo programs in those portions of the Agency where qualified employees do not now have Up-Mo opportunities. Though an Agency-wide program may be a long-range objective, present Up-Mo needs are difficult to assess because of general misunderstanding of what Up-Mo is, the difficulty of getting slots, target positions, and some negative attitudes toward Up-Mo.

Nevertheless, because of our efforts there is a growing awareness and concern of Agency components for the concepts of Up-Mo as well as the Full Utilization of Skills and Talents (FUST). The DDA has just recently assigned a full-time task force to assessing the FUST potential in the Directorate. Also the DDA has established a Directorate-wide Up-Mo program (Project AIM), the DDS&T is assessing its needs for Directorate-wide efforts, and the DDI has improved its existing Directorate-wide program.

Complaint System

Finally, the Complaint System is made available to every employee or applicant for employment who feels discriminated against because of race, color, sex, religion, age or national origin. In calendar year 1976, 13 formal EEO Complaints were filed. So far in 1977, formal complaints are being received at a rate of about 2 1/2 times the rate last year. Last year, for the first time, we also extended the Complaint System to our employees stationed overseas.

At present the OEEO is studying the feasibility of assigning full-time investigators to its staff. Complaint System regulations provide that a Complainant may go to court if the final decision has not been rendered within 180 days. Our record is poor in meeting that deadline. Since most EEO Investigators are part-time and since all investigators have exceeded their allotted time limits, the aforementioned change is considered.

On 18 April 1977, the Class Action procedures of the Complaint System went into effect. These procedures differ sufficiently from the individual complaint procedure so that we are not yet able to gauge their effect on the OEEO, but their impact on the Agency, its management and personnel procedures, could be significant.

Advisory Committee Review

As you know, an initial review of Advisory Committees was performed but has now been remanded for further study. Material suitable for discussion at Cabinet meetings will be provided when the results of the second round are available.

Executive Registry
77-7302/7

Acting Asst. Compt/R

Executive Secretary

Deputy Director of  
Central Intelligence

3

These respond to a DCI request (see attached reference) for material for possible use at Cabinet Meetings. Jim Taylor has seen and approved.

151

3 May 87

Helene L. Boatner, C/AnG, O/Compt

4/29/77

11

Distribution:

Orig - DDCI

(1) - A/C/R

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1 - ER

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Executive Register  
77-7302/4

DCI/IC 77-0409

29 APR 1977

MEMORANDUM FOR: Director of Central Intelligence

STAT

FROM:

ILLEGIB

Deputy to the DCI for the Intelligence  
Community

SUBJECT:

Shopping List of Topics for DCI  
Cabinet Meetings

1. Action Requested: None; for information  
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2. Background: This responds to your request  
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on Progress on Zero Based Budgeting (Topic 1) and the  
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STAT

Attachments:

- Talking Points/Zero Base  
Budgeting
- Report on Advisory Committee  
Review

EO/ICS:RJKerr:hcd:27Apr77

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1 - Comptroller/Attn HBoatner

Ea w/Atts

B-9.5

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Approved For Release 2004/02/19 : CIA-RDP80M00165A000500200006-2  
21 April 1977

MEMORANDUM FOR: See Distribution

FROM : B. C. Evans  
Executive Secretary

SUBJECT : Shopping List of Topics for DCI Cabinet Meeting

The attached memorandum from Commander McMahon requires the input from a number of offices. In order to expedite the work required, action is assigned as follows, and it is requested that you convey your inputs to Jim Taylor for my forwarding to Mr. Knoche and [redacted] for review.

STAT

Topic 1 : IC Staff and Comptroller

Topic 2 : DDA

Topic 3 : Asst/DCI/PA in coordination with OLC and the Directorates

Topic 4 : DDA in coordination with OGC and C/IPS

Topic 5 : DDA in consultation with D/EEO

Topic 6 : Comptroller obtain additional inputs, if necessary, from IC Staff and the Directorates

[redacted]  
STAT

B. C. Evans

Attachment

Distribution:

DDS&T	Asst/DCI/PA	Info: DCI (Attn: CDR McMahon)
DDI	C/IPS	DDCI
DDA	D/EEO	D/DCI/IC
DDO	A/DDCI/ [redacted]	
GC	ES	
LC	IC Staff	

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Comptroller

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*M.R. Kild R.*

25 APR 1977

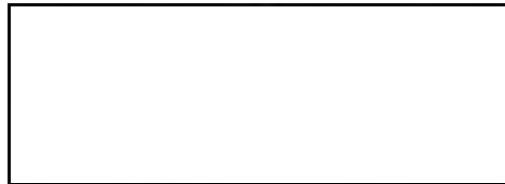
NOTE FOR : See Distribution

SUBJECT : Shopping List of Topics for DCI Cabinet Meeting

REFERENCE: Executive Secretary's Memo dtd 20 Apr 77, same subject

1. Jim Taylor has asked me to pull together your responses to the DCI request relayed in the referenced memorandum. What is wanted is a short paper on each subject outlining what CIA (and the IC Staff, where applicable) is doing on each, problems encountered, progress being made, etc.

2. CDR McMahon has asked for a response by c.o.b. 29 April. Accordingly, please get a coordinated piece of paper on each of the six subjects to me by noon, 28 April.



STAT

Hélène L. Boatner  
Chief, Analysis Group  
Resources Staff  
Office of the Comptroller

Distribution:

DDS&T  
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Asst/DCI/PA  
C/IPS  
D/EEO

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A/DDCI [redacted]  
ES  
*(IC Staff)*

ILLEGIB

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[Redacted Box]  
Z 5 APR 1977

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Helene G. Boatner  
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Resources Staff  
Office of the Comptroller

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IC Staff

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77-7302/1

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B. C. Evans

Attachment

Distribution:

DDS&T	Asst/DCI/PA	Info: DCI (Attn: CDR McMahon)
DDI	C/IPS	DDCI
DDA	D/EEO	D/DCI/IC
DDO	A/DDCI [redacted]	
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77-2302/5				
TO	NAME AND ADDRESS		DATE	INITIALS
1	Commander McMahon.			
2				ILLEGIB
3				
4				
5				
6				
ACTION	DIRECT REPLY		PREPARE REPLY	
APPROVAL	DISPATCH		RECOMMENDATION	
COMMENT	FILE		RETURN	
CONCURRENCE	INFORMATION		SIGNATURE	
Remarks:				
<p>Attached are the CIA portions of the papers you asked for on management items of possible interest at Cabinet Meetings.</p> <p>Copies are being sent to [redacted]</p> <p>I understand that he prefers to reply separately.</p>				
STAT				
FOLD HERE TO RETURN TO SENDER				
		ADDRESS AND PHONE NO.	DATE	
for E. H. Knoche, DDCI			5 MAY 1977	
UNCLASSIFIED		CONFIDENTIAL	SECRET	

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